

**SAFEGUARDING
CHILDREN WHO
MAY HAVE
BEEN
TRAFFICKED**

Multi-Agency
Protocol

2009



Camden Safeguarding
Children Board

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PART 1 GENERAL INFORMATION

1.1 INTRODUCTION

Child trafficking is the movement of children into and within a country in order to exploit them. It is a largely hidden problem and is often described as a form of modern-day slavery. The children involved are in no way responsible for their predicament, having been coerced, bribed or forced into, and unable to escape from, the control of traffickers.

The effect of trafficking on children is wide-reaching; all will experience significant harm as a result of their situation, and outcomes for them will be extremely poor as a result of lack of proper care or access to universal services such as health and education as traffickers seek to avoid contact with the authorities.

Because of the nature of trafficking, it is often difficult to identify the children involved as traffickers exercise such a degree of control over their lives that they are rarely seen by professionals. As a consequence, it is not known how widespread the problem is.

Because tackling trafficking requires a multi-agency response at all levels, Camden's Safeguarding Children Board (CSCB) has produced this protocol in order to provide information and guidance to all members of the children's workforce in Camden. The purpose of the guidance is to enable professionals and others to identify trafficked children and make appropriate referrals so that

victims can receive protection and support.

1.2 LEGAL FRAMEWORK

1.2.1 International agreements on trafficking

The UK is a signatory to the UN *Convention Against Transnational Organised Crime*, including the *Palermo Protocol* that deals specifically with the trafficking of children, and the European *Convention on Action Against Trafficking in Human Beings*. These international agreements provide the framework for inter-government action to tackle trafficking and is the basis of the UK's national policy.

1.2.2 Definition of trafficking

Trafficking is defined in the UN convention as:

“the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat of or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person for the purpose of exploitation”.

Even where the victim consents to arrangements, this consent is “irrelevant” where any of the above methods are used to obtain their consent, and where the victim is a child (ie: under 18 years), any consent is deemed irrelevant no matter how it is obtained as children are not deemed to be able to give informed consent.

The definition of exploitation covers: *“prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs”*.

1.2.3 National policy

The UK *Action Plan on Tackling Human Trafficking* sets out the main national strategy that aims to:

- reduce the number of people trafficked into the UK
- increase the effectiveness of investigations and prosecutions of trafficking cases in order to disrupt trafficking business
- enhance the protection and support of trafficking victims.

UK legislation and policy makes it clear that trafficking is both a crime and a violation of human rights, and the action plan is focused on both on the disruption and reduction of trafficking and providing support for adult and child victims.

Delivery of the strategy is a multi-agency concern between central and local government, law enforcement agencies and voluntary and community groups, with Local Safeguarding Children Boards holding main responsibility for co-ordinating services and responses at a local level.

1.2.4 Children’s legislation and guidance

The UK action plan recognises that children who have been trafficked are particularly vulnerable and will have very specific needs, and that their care, protection and support will be crucial in enabling them to recover from their experiences and return to a normal life.

Therefore, all trafficked children are entitled to the same level of care and protection and to have their welfare safeguarded and promoted as those normally resident in the UK, regardless of their immigration status, under the following:

- *The Children Act 1989*
- *The Every Child Matters* agenda
- *Working together to safeguard children*
- *London Safeguarding Children Board child protection procedures*
- *DCFS guidance on safeguarding children who may have been trafficked*
- *London Safeguarding Children Board procedures for safeguarding trafficked and exploited children.*

Professionals should refer to all these documents, and in particular the London Safeguarding Children Board procedures when dealing with cases of suspected child trafficking.

1.3 PURPOSE OF PROTOCOL

This protocol aims to:

- Raise awareness of child trafficking within agencies so that they are better able to identify those children who may have been trafficked.
- Provide appropriate interventions to protect, support and safeguard the welfare of trafficked children through integrated, multi-agency service provision.
- Provide a robust framework for multi-agency co-operation and working practices based on:
 - a clear understanding of each agencies role and responsibilities
 - agreed joint working practices and referral pathways
 - the sharing of information, knowledge and expertise
 - multi-agency training that enhances the contribution of every agency.
- Promote high level links and intelligence gathering between local agencies, communities and national and international agencies in order to improve identification of trafficked children and combat trafficking.

1.4 SCOPE

This protocol will apply whenever agencies and professionals have concerns that a child they are in contact with may have been trafficked into the UK and is still under the control of traffickers for the purposes of exploitation.

The policy applies to:

- member agencies of the Camden Safeguarding Children Board
- members of Camden's children's workforce
- front line workers within the borough who come into contact with children and young people, including voluntary organisations
- law enforcement agencies within Camden who come into contact with trafficked children
- Camden community groups.

1.5 PRINCIPLES

- All agencies have a responsibility to safeguard and promote the welfare of trafficked children, and their welfare should be the paramount concern.
- It is recognised that trafficked children will have suffered some significant harm and will require specialist services to help them recover from their experiences. They will be entitled to all available services regardless of their immigration status.

- Agencies will work together to provide integrated services for children that meet their needs and help them to achieve their potential under each of the *Every Child Matters* outcomes.
- Agency responses will be proportionate to the level of risk to the child, and child protection procedures and other legal interventions will be used where appropriate in order to protect the child and safeguard their welfare.
- Agencies will share information in a timely manner in accordance with procedures agreed in this protocol in order to ensure action and intervention is taken at the earliest opportunity and that appropriate services are provided.
- Agencies will co-operate with law enforcement agencies to provide information and intelligence in order to improve the success of any action taken against offenders and to contribute to the reduction of child trafficking in the borough.
- Agencies will be sensitive to the needs of individuals who are genuinely caring for trafficked children and recognise their potential status as a victim.

1.6 EQUALITY AND ANTI-DISCRIMINATORY PRACTICE

All agencies working to this protocol should work to promote equality and social inclusion for service users by tackling inequality and ensuring equal access to services, regardless of race, religion, gender, disability, age, sexual orientation or legal status.

Equality should be integrated into all working practices and should be inclusive, welcoming, non-judgmental and empowering. The immigration status of any child should in no way be a barrier to the provision of services or responses by any agency.

1.7 CONFIDENTIALITY AND INFORMATION SHARING

1.7.1 General principles

The Children Act 2004 emphasises the need for agencies to share information in order to safeguard and promote the welfare of children and support multi-agency working, but this needs to be balanced against the professional duty of confidentiality, the Data Protection Act 1998, and the Human Rights Act 1998 which place limits on sharing information.

Personal information that agencies hold about an individual is subject to a duty of confidentiality and cannot be shared with third parties unless it is lawful to do so. Sharing of information is lawful where:

- the service user has consented to disclosure.

- the public interest in safeguarding a child's welfare overrides the need to keep information confidential or stop the commission of a crime.
- disclosure is required under a court order or other legal obligation.

When sharing information, only relevant information should be disclosed, and only to those professionals who need to know. Professionals should consider the purpose of the disclosure, and remind recipients that the information is confidential and only to be used for the stated purpose.

1.7.2 Disclosure with consent

All young people aged over 16 are considered by law to be competent to give consent. A young person aged 12-15 is capable of giving consent to disclosure on their own behalf if they have the capacity to understand the nature of information sharing and can make their own decisions.

Where the child is under 12, or a young person aged 12-15 is not considered to have sufficient understanding to give their own consent, parents or anyone else who holds parental responsibility for the young person must be asked to provide consent on their behalf.

1.7.3 Disclosure without consent

Information can be disclosed to third parties without consent in child protection cases where there is reasonable cause to believe that

the child is suffering or at risk of suffering significant harm. In some cases, it may be necessary to forgo seeking consent from parents or carers as this may in itself place the child at further risk.

Before taking this step, professionals should consider the proportionality of disclosure against non-disclosure; is the duty of confidentiality overridden by the need to safeguard the child?

1.7.4 Consent and information sharing where trafficking is suspected

Trafficked children are likely to be suffering or at risk of suffering significant harm and this information should be shared with police and FS&SW so that action can be taken to protect the child and deal effectively with their traffickers.

Professionals may also share information lawfully in cases of *suspected* trafficking as there is a statutory power under the Crime & Disorder Act 1998 to share information with a relevant authority (police, local authority or health authority) for the purposes of preventing crime.

In cases where it is suspected that a child may have been trafficked, it may not be expedient to obtain consent to information sharing from the person caring for the child as there is a risk that they may be implicated in the trafficking or exploitation and that the child may come to further harm as a result. For example, the child may be moved elsewhere to avoid contact with agencies.

Where professionals are unsure, they may wish to discuss the matter with their designated child protection lead officer, their designated officer under this protocol (see appendix 1) or seek advice from a FS&SW duty manager or senior practitioner.

All agencies should refer to the *Every Child Matters* "Information sharing guide for practitioners and managers" for further guidance on when confidential information can be lawfully shared with third parties. The guidance is available at:

<http://www.everychildmatters.gov.uk/files/116ABBC875E8FEE7BC1E03F534A1EFAA.pdf>

1.8 TRAINING

Camden SCB will be responsible for co-ordinating the provision of training for all agencies in relation to trafficked children via the Board's Learning & Development group. The purpose of training will be to ensure the successful implementation of this protocol.

Individual agencies are responsible for ensuring that staff have the necessary training to enable them to carry out their specific role under this protocol. Training will be multi-agency or agency specific depending on the role of the individual agency and will be designed to:

- raise awareness amongst staff and agencies of the issue of child trafficking and help them to recognise their role in its prevention

- assist workers in identifying those children who have been or may have been trafficked into the UK or internally
- provide guidance in assessing the child's needs and making appropriate referrals to other agencies.

In addition to specific training on child trafficking, front-line workers in all agencies should receive basic safeguarding training to at least level A to enable them to:

- recognise and respond to concerns about a child in need or a child in need of protection
- appreciate their own role and that of other professionals involved in safeguarding children
- contribute to or carry out actions that are needed to safeguard children
- communicate and act appropriately in accordance with national and local guidance on safeguarding children
- be familiar with local services, sources of advice and referral arrangements in order to safeguard children and support families
- understand the roles and responsibilities of other organisations that work with children
- work in collaboration with other agencies to safeguard

and promote children's welfare.

All workers should also receive training in the use of the Common Assessment Framework (CAF) for referring children on to other agencies and how to use the CAF to carry out assessments where trafficking is suspected.

FS&SW social workers will receive specific training on their particular role in assessing children and making decisions on their trafficked status under the National Referral Mechanism (see section 3.1.3), as well as providing appropriate services and responses to protect the child and enable their recovery.

FS&SW social workers and Camden foster carers will receive training on working with victims of child trafficking in order to support their recovery and assist them in disclosure.

1.9 REVIEW OF PROTOCOL

This protocol will be reviewed on a 12 monthly basis by members of the Camden Safeguarding Children Board.

PART 2 INFORMATION ON CHILD TRAFFICKING

2.1 INTRODUCTION

Child trafficking takes place against a background of poverty, exclusion and the desire for a better life in the UK. Some parents agree to their child coming to the UK in order to escape civil war or political instability, and occasionally children may have been abducted.

Many of the children who are brought to the UK have been deceived by traffickers into believing that they will have opportunities to attend school or get a good job.

Children who are trafficked are controlled by the trafficker at every point, from recruitment, arrival in the UK and up to and sometimes including their exploitation. Forms of control can be based on:

- deception
- physical/other abuse
- fear of physical abuse through threats
- threats against the child's family
- retaining travel and other documents
- threat or fear of deportation
- control of movement/social isolation.

Traffickers may be an organised group or an individual working alone; they may be involved in any or all stages of trafficking, from recruitment, transit and organising the child's exploitation on arrival into the UK.

Children may be trafficked for the following purposes:

- sexual exploitation
- domestic servitude
- forced labour
- benefit fraud
- street crime such as credit card fraud or begging
- drug related crime
- debt bondage.

2.2 RECOGNITION OF TRAFFICKED CHILDREN

2.2.1 Identifying trafficked children on arrival in the UK

2.2.1.1 Role of the UK Border Agency (UKBA)

The UKBA is responsible for managing immigration into the UK and has a role in safeguarding children coming into the UK where there are concerns either because the child may be trafficked or because they are unaccompanied. Where there are concerns about a child presenting to immigration control, officers will refer them to the relevant local authority's children's social care office.

2.2.1.2 Indicators of trafficking

Although some trafficked children are smuggled into the country, most arrive in the UK through normal channels but may be travelling on forged documentation or unable to provide valid entry visas and are hence entering the UK illegally.

The child's journey is likely to have been arranged by traffickers, so

they may be unable to give details of who is meeting them or where they will be staying, or the purpose of their coming to the UK. They may have a prepared story similar to ones given by other trafficked children or may be reluctant to give any details regarding either their journey or who they are meeting.

Many children will be genuine asylum seekers and may exhibit similar indicators to those children who are being trafficked due to their traumatic experiences in their home country. For example, they may be equally reluctant to talk about their family or history, and may be wary of those in authority. However, it is important that professionals are able to distinguish between the two groups.

2.2.1.3 Accompanied children

The child may be accompanied by an adult claiming to be their carer, either as a relation or because they claim to have parental consent to bring the child to the UK. Concerns may arise because there appears to be no real evidence of a relationship between the carer and the child or no evidence of parental permission.

2.2.1.4 Unaccompanied children

Some children may appear to be unaccompanied on arrival requesting asylum. If the child is not travelling to be reunited with family or a genuine carer, or seems not to have a suitable place to stay, they will normally be referred to children's social care and accommodated. Their status then

becomes *unaccompanied asylum seeking child* (UASC).

Although traffickers normally attempt to avoid the child coming into contact with agencies, application for asylum may be used as a means of the child obtaining legal entry to the UK, and even where the child goes into local authority care, traffickers may retain control over the child whilst they are still in care, or the child may go missing from care shortly afterwards.

2.2.3 Identifying trafficked children in the UK

2.2.3.1 General care

The child may be being cared for by an adult who is not their parent and with whom there appears to be no real relationship. The carer may claim to be the child's parent but appears to have little prior knowledge of the child. The child may be one of many unrelated children staying at an address, and may not be registered for or in receipt of universal services such as health care or education.

2.2.3.2 History

The child may be in the country illegally, with a history of going missing from care/home, and may have moved several times within the UK or Europe. Their journey to the UK may have been arranged by traffickers and they may not have access to their travel or other documents.

They may have a prepared story explaining gaps and movements similar to other trafficked children,

and have a history of working in different locations.

2.2.3.3 Presentation

The child may appear to be mature and self-confident beyond their years or may be secretive and worried about giving out information about themselves, taking measures to avoid contact with the authorities. Children from overseas may seem to be in fear of being deported.

2.2.3.4 Control

The child may be subject to excessive controls and curtailment of their freedom. They may have had their passports and other documents taken from them and held by the trafficker/exploiter.

2.2.3.5 Evidence of exploitation

The child may be required to carry out household chores in return for their accommodation. Other evidence of work includes being in the possession of a mobile phone and receiving unidentified calls and leaving the placement/accommodation for long periods.

The child may have unexplained money or goods, may be required to earn a certain amount of money a day to pay off a debt, or may have to hand over a percentage of their earnings.

2.2.3.6 Internal trafficking

Children both from abroad and from the UK may be trafficked within the UK, and this movement is particularly prevalent in the sex

industry. Movement of the child may be in order to avoid contact with agencies or because the nature or location of the exploitation changes over time.

Indicators that a child may be involved in sexual exploitation are detailed in Camden's Children Abused Through Sexual Exploitation protocol (CATSE) which can be accessed via the link below.

2.2.4 Children known to FS&SW

Social workers should be aware of the possibility that children with whom they work may have been trafficked and are being exploited. Some trafficked children may present as unaccompanied minors and be dealt with by children's services on this basis. However, this does not necessarily mean that they escape the influence of their traffickers and many may go missing from care shortly afterwards.

- Where a child presents to FS&SW as an unaccompanied asylum seeking child, social workers in the UASC team should actively investigate the circumstances of the child's arrival in the UK to establish whether or not they have been trafficked.
- LAC and 16+ social workers and personal advisors should be aware of the possible continuing influence of traffickers. Assessment should be undertaken of the child's relationships with any adults to see if there is any evidence of exploitation, and

- Social workers who are dealing with cases where private fostering arrangements appear to be in place should be vigilant as to the true purpose of the arrangement and address the possibility of trafficking as part of the assessment of the arrangements.
- Child Protection Officers dealing with cases under the CATSE protocol should remain aware of any evidence to suggest that the child has been specifically trafficked into the UK for the purposes of sexual exploitation.

Where social workers have any concerns, these should be discussed with their team manager and the Child Protection Co-ordinator and a detailed plan drawn up to investigate the child's circumstances and any action to be taken, including referral to the police.

2.3 IMPACT OF TRAFFICKING ON CHILDREN

Children who are the victims of trafficking live in socially isolated circumstances with little or no contact with services such as health or education, and this will have long-term implications for them in their future life.

They will feel disorientated in their new surroundings, suffer separation anxiety and may worry excessively about their family, particularly if traffickers have threatened their family as a means of gaining control over them.

They will be “invisible”, having no real status and unable to make contact with agencies in order to escape their situation. The care they receive is likely to range from poor to abusive, and they will be emotionally deprived of warmth as they are unlikely to have any kind of significant relationship with a caring adult.

2.3.1 Significant harm

Trafficked children will suffer some significant harm as a result of their experiences as their predicament makes them more vulnerable to abuse and neglect.

Physical abuse is likely to be used as a means of ensuring compliance and control, and could result in serious injuries which may not be treated.

Sexual abuse may also be used as a form of control in many forms of exploitation, and in particular where trafficked children are recruited to work in the sex industry, sexual exploitation may be widespread.

Emotional abuse will be experienced by all trafficked children due to their isolation, lack of a proper caring relationship, and their fears for their safety and possibly their family as well. Their powerlessness is likely to result in lack of self-esteem and lack of trust, and they may suffer

considerable distress as a result of their experiences.

Neglect will be the outcome for all trafficked children due to the level and quality of care they are likely to receive. The secretive nature of trafficking means that medical conditions and injuries would go untreated and the child will not receive basic universal services.

2.3.2 Outcomes for trafficked children

Trafficked children are unlikely to have an opportunity to achieve the 5 *ECM* outcomes because of their situation:

Being healthy: Poor general care coupled with a lack of access to medical treatment can result in poor physical and mental health. As children move into adulthood, there is an increased risk of substance misuse as a method of coping with their experiences. Sexually exploited children are at risk of sexually transmitted infections and pregnancy. Children may also suffer because they are forced to undertake heavy labour or work long hours.

Staying safe: Lack of proper care and exposure to hostile and dangerous environments as part of their exploitation will leave trafficked children vulnerable to all types of abuse.

Enjoying and achieving: Trafficked children are socially isolated and will be denied an opportunity to attend school or make friends and take part in activities. This will severely limit their social and emotional development and their

opportunities for success in later life.

Making a positive contribution: Many trafficked children will be forced into criminal activity as part of their exploitation and will find it difficult to exit from this lifestyle even after they leave the control of traffickers and exploiters. Some will exhibit anti-social behaviour as a result of their experiences.

Achieving economic well-being: Without the opportunities available to most children through education and social activities, trafficked children are unlikely to achieve a successful transition to adult independence. Many will be trapped in a cycle of poverty and crime, and the poor outcomes stemming from their status will continue to affect them long into adulthood.

2.4 PRIVATE FOSTERING ARRANGEMENTS

Many children who arrive in the UK have been sent here by their parents to live with a carer (who may not be an immediate member of the family) under a private foster care arrangement. This may be due to parents working abroad or simply so the child can attend school in the UK.

Private fostering is an arrangement where a child or young person under the age of 16 (or under 18 years if they are disabled) is looked after full time for more than 27 days by an adult who is not their:

- Parent, step-parent or legal guardian
- grandparent

- brother or sister,
- aunt or uncle.

action to take in order to ensure the child's welfare is safeguarded.

Although a private foster carer does not have parental responsibility for a child placed in their care, parents will have delegated some aspects of parental responsibility for the child to them in order to care for the child under the terms of the arrangement, and carers should do what is reasonable to safeguard and promote the welfare of the child.

By law, all private fostering arrangements have to be registered with the local authority where the private foster carer lives, because local authorities have a duty to make sure that privately fostered children are safe and are being well-cared for.

Under private fostering regulations, all agencies that are in contact with children have a duty to report any private fostering arrangements that come to their attention to Family Services and Social Work. Agencies should refer to Camden's "Private Fostering; information for professionals" leaflet for further details.

It is important that professionals are able to distinguish between a genuine private fostering arrangement and where a child has been trafficked into the UK for the purposes of exploitation.

Where it is not clear what arrangements are in place for the child's care, agencies should contact the private fostering social worker at Safeguarding and Social Care on 020 7974 3088 to discuss the matter and gain advice on what

PART 3

ROLE OF AGENCIES

3.1 MULTI-AGENCY WORKING

3.1.1 General duty of agencies

Under the Children Act 2004, all agencies providing services for children have a duty to co-operate with the local authority to ensure that they work together to safeguard and promote children's welfare so that they can achieve each of the 5 *Every Child Matters* outcomes.

Multi-agency working involves the integration of working practices whereby agencies are able to share information effectively through agreed referral pathways, and carry out joint assessments so that interventions and services can be delivered jointly.

Multi-agency working requires a good understanding of the role of all partner agencies in safeguarding children, and a high level of information sharing and contact between agencies.

This is particularly important in the case of trafficked children where timely and joint responses are required in order to identify and respond to their predicament promptly before they are moved on by their traffickers.

Joint working practices should include the routine sharing of assessments and inclusion of all agencies working with the child in any planning or review meetings so that agencies are better able to

monitor the impact of services and treatments.

Where a child is subject to a child protection plan, it is essential that professionals working directly with the child attend child protection conferences and core group meetings.

All children in receipt of multi-agency services should have a lead professional whose role is to co-ordinate joint working within the professional network and ensure integrated service delivery. Where children are in receipt of services from SSC, the lead professional will be the child's social worker.

3.1.2 Agency duties under the protocol

The main responsibilities under this protocol are:

- identifying those children who may have been trafficked
- making appropriate referrals to SSC
- raising concerns about possible organised trafficking with the designated officer for their service area
- providing services for children who are the victims of trafficking.

Each service will have a designated officer for trafficked children whom staff can approach for advice on individual cases and on making referrals to SSC. Details of designated officers can be found in appendix 1.

3.1.3 National referral mechanism

In order to ensure a truly national response to the issue of child trafficking, and as part of the requirement of the European Convention, the UK has set up a national referral mechanism to enable front-line services to refer on cases of child trafficking to local and national agencies.

The mechanism provides a framework for the reporting of child trafficking concerns via *competent authorities* at local and central government level. Competent authorities are those authorities who are most likely to come into contact with suspected trafficking victims and who are best placed to assess whether they have been trafficked.

There are 2 stages to the decision-making process:

- Agencies who suspect that a child may be trafficked will make a referral to SSC as the local competent authority. SSC then carry out a trafficking assessment to establish whether there are reasonable grounds to suspect that the child has been trafficked and what services and support needs to be offered.
- If assessment proves there are reasonable grounds, SSC then refer the child on to the UKHTC as central competent authority to decide within 30 days if the child has indeed been trafficked. The UKHTC will then gather information and

co-ordinate all agency responses, including that of law enforcement and immigration agencies, including resolution of the child's immigration status.

3.2 CAMDEN AGENCIES

The following are those agencies and groups who are based in Camden and who have a specific responsibility under this protocol for the identification, referral or protection and provision of services for trafficked children in the borough.

3.2.1 Camden Safeguarding Children Board (the Board)

The Board has overall responsibility for planning, co-ordinating and monitoring the work of all member agencies in implementing the child trafficking protocol, and providing a link with other Camden-wide strategies.

The Board's main remit is to:

- promote awareness of the issue within member agencies and the wider community
- provide the necessary structures and policies for the delivery of an effective strategy aimed at the reduction of child trafficking and the efficient identification, referral of and service provision for child trafficking victims
- monitor the work of all agencies to ensure effective implementation of strategies

and positive outcomes for trafficked children

- provide knowledge and expertise on child trafficking via designated officers within agencies and to oversee training for Camden's workforce in relation to the issue
- co-ordinate intelligence-gathering in partnership with law enforcement agencies
- establish links with community groups in order to tackle trafficking .

3.2.3 Family Services and Social Work (FS&SW)

Under the Children Act 1989, FS&SW has a general duty to safeguard and promote the welfare of all children in the borough, including children who have been trafficked and unaccompanied asylum seeking minors. As such, FS&SW will accept any referrals relating to the safety or welfare of any child who is suspected of being trafficked.

FS&SW will carry out an assessment of the child's needs, and provide services to meet these needs, ensure their protection, or by providing alternative accommodation where necessary.

FS&SW is the local competent authority under the national referral mechanism and will also carry out a specialist trafficking assessment to establish whether or not there are reasonable grounds to believe the child has been trafficked, and make appropriate referrals to the UKHTC.

Further details regarding the role of FS&SW can be found in section 4.

3.2.4 Health services

Health professionals are likely to have contact with trafficked children who seek medical treatment and may be their first point of contact with agencies within the UK. They will therefore have a major role in the identification of trafficking victims and making appropriate referrals to FS&SW.

Although in general trafficked children are likely to avoid universal services or be registered with a GP, they may seek emergency treatment at A&E departments and walk-in clinics. Sexually exploited children may also present at sexual health clinics seeking treatment for sexually transmitted infections and contraceptive advice.

Health professionals should be aware of any signs of physical, sexual or emotional abuse or neglect, such as injuries, psychological or mental health problems, substance misuse issues or non-treatment of old injuries or on-going health problems that may indicate that the child is deliberately being kept away from medical treatment.

In conjunction with this, health professionals should be aware of other indicators that may suggest the child has been trafficked:

- any discrepancies in addresses, especially if the child has recently come from abroad

- patterns of unrelated children who present for treatment giving the same home address
- any concerns regarding the quality of the relationship between the child and their carer that suggests there is no real kinship
- carers being vague about the child's or their parent's personal details or medical history.

Health professionals should refer to sections 4 and 5.43 of the London Safeguarding Board child protection procedures for specific indicators of abuse and neglect and recognition of trafficked children.

Staff should always take a record of any addresses, both in the UK and abroad, for the child, and try to obtain as much personal information about the child, their carer and the child's family as possible.

It is possible that staff may not be able to recognise child trafficking victims on their first visit to A&E or clinics, so receptionists and triage nurses will need to be vigilant to repeated presentations by a child or unrelated children from the same address or with the same carer.

If staff are unsure as to whether a child may have been trafficked, they should discuss the matter with their designated child protection officer or designated officer under this protocol. Health professionals based in Camden hospitals may also approach the hospital social work team for further advice.

3.2.4 Schools/education

In order to avoid suspicion of trafficking when the child initially arrives in the UK, trafficked children may be registered at a school for a short time before being moved elsewhere within the UK or abroad. Schools and schools admissions should be aware of the following patterns:

- children going missing off the roll with no explanation and who subsequently are not traceable
- patterns of applications for school places from one address for unrelated children
- applications for school places by persons who are not the child's parent or recognised carer with parental consent to care for the child (ie: private foster carer).

Education departments have a statutory duty under the Education and Inspections Act 2006 to identify those children who are not in receipt of a suitable education. Statutory guidance on this duty recognises trafficked children as being at particular risk of missing school. Where a child goes missing off the school roll, schools and education staff should follow Camden's policy.

Admissions staff should be vigilant at the point of enrolment by taking copies of any documents presented to support applications for school places and verifying the relationship between the child and the adult making the application.

Documents presented for enrolment purposes and any information gathered by admissions staff may assist in locating the child if they go missing off the school roll.

Where admissions staff have concerns about patterns of applications, for example several applications for unrelated children from the same address, they should raise this with the service manager.

School staff also need to be aware of the indicators listed in section 2.2 so that they are able to identify those children with whom they have contact and who may be trafficked, and make appropriate referrals to FS&SW.

3.2.5 Housing

Housing officers, estate officers, caretakers, hostel workers and others working in front-line housing services may be able to identify possible situations where trafficked children are being brought into the borough. It is likely that the children would only stay a short time and be moved on elsewhere within the UK or abroad.

Housing staff should be alert to the following;

- housing applications where it arises during interviews that the children are not related to the carer or each other
- any private fostering arrangements
- high turnover of children at a specific address

- when a child suddenly joins a household without any explanation
- households with a high number of unrelated children
- premises that are suspected to be used for the purposes of sexual exploitation of children.

Housing support workers working in the Young Person's Housing Pathway projects are also well placed to recognise young people who are being controlled by traffickers and/or exploited, particularly if the young person suddenly "disappears" from their hostel.

In these cases, the support worker should raise concerns with FS&SW, either with the young person's allocated social worker if they have one or via the relevant duty and assessment team (see appendix 2).

3.2.6 Youth offending service (YOS)

Staff in YOS are likely to come into contact with trafficked children where they have entered the criminal justice system due to offending behaviour relating to their exploitation, for example street crime.

Children will probably be reluctant to discuss their family or history or the circumstances surrounding their exploitation for fear of deportation or reprisals from traffickers against themselves and/or their families.

Some may not have any immigration status or may have been in care in another part of the UK. YOS workers should try to establish as much information about the child as possible. Those claiming to be the child's parents may be implicated in the trafficking or exploitation and this may limit the manner in which the service is able to work with them.

Workers who have concerns that a child referred to YOS has been trafficked should refer the child to FS&SW.

3.2.7 Police

The police have a main role in the investigation and prosecution of traffickers which is carried out by the **Serious Organised Crime Agency** (SOCA). The agency has a specialist multi-agency team, **Paladin**, that has been set up to support the work of the UKBA in order to help them identify any children for whom there are concerns that they may have been trafficked.

The Paladin team works closely with local authorities in making referrals and sharing information about trafficked children and collecting and collating intelligence on traffickers' operations for the purposes of prosecution and the prevention of trafficking.

In terms of core police work, the police should notify FS&SW via Merlin (Form 78) if a child who may be trafficked comes to their attention during the course of any enquiries they carry out, for example during the commission of a crime or because of any domestic violence.

Police also have powers under the Children Act 1989 to remove a child from any situation which places the child in immediate danger and to take them into police protection. This should be followed by an immediate referral to FS&SW.

3.2.8 Voluntary sector and community groups

Because of their unique role in working closely with specific groups and communities and their extensive knowledge and experience, the voluntary sector and community groups are perhaps best placed to help in identifying children who may have been trafficked, particularly in traditionally hard to reach communities.

The relationship that the voluntary sector and community groups have with individual members of communities provides them with more opportunities for raising awareness than statutory agencies, especially as they are likely to be more trusted.

It is important that all voluntary and community groups in Camden work closely with the Board in order to co-ordinate the delivery of the trafficking strategy within communities, including raising awareness, bringing concerns to the attention of statutory agencies and making appropriate referrals for children who have been identified as trafficked.

3.3 SUPPORT SERVICES

The following are specialist national services that can provide information, guidance and support

to agencies in relation to trafficked children. Contact details can be found in appendix 3.

3.3.1 UK Human Trafficking Centre (UKHTC)

The UKHTC is a multi-agency service comprising of staff from law enforcement and immigration services that provide operational, tactical and legal support to all agencies with responsibility for the UK's response to trafficking. Under the national referral mechanism, it is also the central competent authority.

The UKHTC co-ordinates all work across agencies and localities and provide specific expertise, intelligence, training and advice on trafficking issues in order to support and improve joint working.

The UKHTC also has a preventative role in raising awareness in source countries to deter individuals from trafficking or being a victim of trafficking. Their work also encourages victims in the UK to come forward and supports them as witnesses in criminal cases.

3.3.2 Child Exploitation and Online Protection Centre (CEOP)

The Centre has a similar remit to the UKHTC in relation to child sexual exploitation and has a dedicated child trafficking unit that works closely with law enforcement and social care agencies to enable them to carry out their roles in protecting children more efficiently.

3.3.3 NSPCC child trafficking advice and information line

The advice line provides a service for agencies and professionals working with children who are or may have been trafficked so that they are able to discuss the issues and consider possible courses of action. It provides advice on the identification of trafficked children and how to best safeguard and promote their welfare.

3.3.4 Refugee Council Children's Panel

The Council's advisers provide support to unaccompanied asylum seeking children in all situations to help them access legal representation and to guide them through the asylum process. Advisors also help children to access services and support from statutory and voluntary agencies, and help them trace their families in the UK and at home.

PART 4

PROCEDURES FOR WORKING WITH TRAFFICKED CHILDREN

4.1 IDENTIFICATION AND REFERRAL TO FS&SW

Whenever an agency or professional have concerns that a child they are in contact with is or may have been trafficked, they should carry out a risk assessment using the risk assessment matrix shown in appendix 4.

Where the assessment indicates that there are grounds to believe the child may have been trafficked, the worker should discuss the matter with their designated officer and decide whether or not to make a referral to FS&SW.

Agencies should bear in mind that it is essential to take timely and decisive action where child trafficking is suspected because of the risk of the child being moved.

4.1.1 Consent

Normally, agencies would be expected to obtain the consent of the child's parent or carer regarding any referral to FS&SW. However, in cases where the child may be trafficked, it is possible that their carer is involved in the trafficking or exploitation and seeking their consent could put the child at further risk or lead to their being moved elsewhere.

It is therefore recommended that unless there is clear evidence that seeking consent would in no way

harm the child, referring agencies should not seek the carers consent.

4.1.2 Contacting FS&SW

Before making a formal referral, agencies should contact the relevant SSC office depending on the child's address (see appendix 2 for contact details) to see if the child is already known to FS&SW.

The address may be where the child is currently living at, or in the case of children who have just arrived in the UK, the address where it is planned the child will live. This information will have been given to immigration officials when the child first entered the UK.

Agencies may also wish to speak to a duty social worker for advice on what appropriate action needs to be taken and what format of referral should be used (see below).

4.1.3 Format of referral

If the child is not known to FS&SW, agencies and professionals must make a written referral to FS&SW. If an agency needs to make an urgent child protection referral to FS&SW because the child is at serious risk of suffering significant harm, FS&SW will accept telephone referrals, but these must be confirmed in writing within 48 hours.

Statutory agencies are expected to complete a Common Assessment Framework (CAF) assessment and record the assessment on the CAF referral form. Information gathered during the risk assessment should be included in the CAF. Voluntary organisations and community

groups may make a written referral either by way of letter or using their own organisation's form.

If the child is already known to FS&SW and has an allocated social worker, there will be no need for agencies to make a further referral. Instead, the referrer will be put in touch with the child's social worker to discuss concerns and the outcome of the risk assessment.

4.1.4 Information to be included in referrals

Where possible, agencies should include the following information about the child:

- personal details such as their name, date of birth, and any languages spoken
- details about their current address and the name of their carer, including the child's relationship with their carer
- details about the child's family, any siblings and their current whereabouts.
- any information available on the child's immigration status
- details of any statutory agencies that are currently working with the child.
- details of any evidence that suggests the child may have been trafficked, including evidence of any exploitation, as indicated in the risk assessment.

Common Assessment Framework

The Common Assessment Framework (CAF) is a standardised assessment tool for use by professionals who need to refer children on to other services, including FS&SW.

The purpose of the CAF is to enable professionals to identify those children who are in need and require extra services in order to achieve the 5 *Every Child Matters* outcomes by carrying out an assessment of their developmental needs.

The CAF consists of a pre-assessment checklist to help practitioners identify those children who may benefit from a common assessment, and a standard form and procedure for completing the assessment, including desired outcomes and action points.

Where possible, professionals should use the electronic eCAF for recording assessments and sending on referrals.

For further information on CAF, please refer to the practitioners guide. <http://www.everychildmatters.gov.uk/files/F71B9C32893BE5D30342A2896043C234.pdf> and Camden's ISA website. www.camden.gov.uk/isa

4.2 FS&SW RESPONSE TO REFERRALS

4.2.1 Action on referrals

Referrals into FS&SW are dealt with by the two duty and assessment teams based at West End Lane (north team) and the Crowndale Centre (south team). Referrals should be made to the team that covers the child's postal address, and contact details can be found in appendix 2.

The duty and assessment manager or senior will decide on what action should be taken on referrals based on the information provided in the CAF assessment or in the absence of a CAF, information provided by referring agency.

Generally, the decision will be to carry out an initial assessment of the child, but in some cases it may be necessary to take immediate action to protect the child. Decisions on referrals are made within 24 hours, and referrers will be informed in writing of the outcome as soon as possible after that.

4.2.2 Assessment

4.2.2.1 Initial assessment

Following a referral where concerns have been raised that a child has been trafficked, the duty social worker will need to establish whether there is any basis for this suspicion and assess the child's needs and FS&SW responses to meet those needs.

FS&SW will carry out an initial assessment, which will be completed within 7 days of the date

of receiving the referral, to establish the child's developmental needs and what services and support they need.

Where there is a serious risk of harm to the child, the FS&SW social worker may decide to complete a short initial assessment in order to take immediate action to ensure the child's safety, for example carrying out a child protection enquiry or arranging for the child to be accommodated.

4.2.2.2 Framework of assessment

All assessments are based on the *Framework of Assessment of children in need and their families (DoH 2000)*, and will look at the child's developmental needs, their carer's capacity to meet those needs, and any family or environmental factors that may affect either of these.

4.2.2.3 Trafficking assessment

As the local competent agency for child trafficking, FS&SW will also carry out an assessment to establish whether there are reasonable grounds to suspect that the child is trafficked, and make an appropriate referral to the UKHTC.

It is possible that a child from overseas living with a carer who is not an immediate family member has been sent to the UK by their parents under a private fostering arrangement, and it is essential at this stage that social workers are able to identify such arrangements and respond accordingly under the division's "Private Fostering" policy.

4.2.2.4 Core assessment

If the child has complex needs requiring on-going social work support, a core assessment will be carried out within 42 days of receiving the referral, and all professionals working with the child will be asked to contribute information to this assessment. On completing the core assessment, FS&SW and other professionals involved with the family will draw up a plan of support for the child.

4.2.3 Services

Services for children and families are based on the child's identified needs. These are:

4.2.3.1 Children in need

These are children who are unlikely to meet a reasonable standard of health and development or whose health and development would be seriously impaired unless provided with services, or disabled children.

Children in need services are based on interventions designed to support the child to live at home by helping parents or carers to overcome their own difficulties so that they are able to meet the child's identified needs.

All children in need have an allocated social worker who links in with the professional network in order to co-ordinate service delivery and monitor progress towards meeting the goals set out in the child's plan.

4.2.3.2 Children in need of protection

Where a child it is believed to be suffering or likely to suffer significant harm, FS&SW will instigate child protection procedures in order to safeguard the child.

To gather all necessary information about the child, FS&SW will take out checks with the professional network and hold a strategy meeting at which agencies involved with the child meet to share information and discuss concerns.

Depending on the outcome of these enquiries, FS&SW may decide that the concerns are well-founded and that a formal child protection enquiry (known as a section 47 enquiry) needs to be carried out, and a child protection case conference convened.

The case conference is an opportunity for carers, FS&SW and all professionals involved with the child to meet to discuss concerns and decide whether or not the child requires a formal child protection plan.

If the child requires a child protection plan, a core group consisting of carers and professionals will be convened in order to develop and implement the child protection plan, which is reviewed at further child protection conferences on a regular basis.

4.2.3.3 Looked after children

These are children who need to be accommodated by FS&SW because they:

- have no-one to care for them
- are at risk of serious significant harm if they remain at home due to the care they receive (this is also the threshold for Camden obtaining a care order in respect of the child)
- cannot be cared for at home due to parental incapacity
- cannot remain at home because of family difficulties or because they are beyond parental control or their behaviour poses a serious risk to themselves or other children in the household (this would only be the case for older children and young people).

4.2.4 Working with trafficked children

FS&SW social workers will work closely with colleagues in immigration and the voluntary sector to help the child normalise their immigration status and make their status more stable. This includes ensuring that children have access to independent legal advice.

FS&SW will also support the child to make contact with their family and ensure that they receive appropriate counselling and CAMHS services to help them recover from their experiences.

However, contact with the child's family should only be done where it is clear that there is no risk to the child, and a risk assessment should

be carried out before details of the child's whereabouts are given to family members. This is particularly important in the case of trafficked children where traffickers may pose as a relative of the child in order to re-gain control over them.

Where appropriate, FS&SW will work with law enforcement agencies bring criminal charges against adult traffickers and support the child where they are witnesses.

FS&SW will also ensure that where the decision is to return the child to their country of origin, that there are adequate reception arrangements made and that it is safe for the child to return. This includes a risk assessment of the possibility of the child being re-trafficked at a later date.

APPENDIX 1

DESIGNATED OFFICERS

Name	Agency	Contact details
Bodil Mlynarska	CSF – Family Services & Social Work	Crowndale Centre, 218 Eversholt Street, NW1 1BD 020 7974 6999
Jim Donovan	CSF – Education	Crowndale Centre, 218 Eversholt Street, NW1 1BD 020 7974 4589
Denise Pittaway/Minaxi Patel	Housing & Adult Social Care	Town Hall, Judd Street, WC1H 9JE 020 7974 3515/3511
Dave Cobb	Police	
Samantha Mee	Camden PCT	Crowndale Health Centre, 59 Crowndale Road, NW1 1TU 020 7530 3857
Imogen Spencer-Chapman	NSPCC	Fresh Start, Greenland Place, NW1 0AP 020 428 1007
Nancy Purdy	Barnardos	
Liz Leicester	Extended Community Services for children and young people	Crowndale Centre, 218 Eversholt Street, NW1 1BD 020 7974 1686

APPENDIX 2

Family Services & Social Work Duty and Assessment teams

Social Work Service North (West End Lane office):

Duty and assessment team:	156 West End Lane London NW6 1SD Tele: 020 7974 6600/1125 Fax: 020 7974 6605
Manager:	Tel: 020 7974 6589
Senior practitioners:	020 7974 6617/6598
Wards covered:	Adelaide, Belsize, Fitzjohns, Fortune Green, Frognal, Gospel Oak, Grafton, Hampstead Town, Highgate, Kilburn, Priory, South End, Swiss Cottage, St Johns, West End.

Social Work Service South (Crowndale Centre office):

Duty and assessment team:	Crowndale Centre 218 Eversholt Street London NW1 1BD Tele: 020 7974 4094/4446 Fax: 020 7974 1557
Manager:	Tel: 020 7974 1553
Senior practitioners:	Tel: 020 7974 4018/4178
Wards covered:	Bloomsbury, Brunswick, Camden, Castlehaven, Caversham, Chalk Farm, Holborn, Kings Cross, Regents Park, Somers Town, St Pancras.
CSCB	Quality Assurance Unit Crowndale Centre 218 Eversholt Street London NW1 1BD Tele: 020 7974 6639 Fax: 020 7974 6708

APPENDIX 3

NATIONAL AGENCIES AND HELPLINES

NSPCC child trafficking advice and information line
0800 107 7057

United Kingdom Human Trafficking Centre
0114 252 3891
www.ukhtc.org

CEOP
33 Vauxhall Bridge Road
London SW1V 2WG
020 7238 2320/2307
www.ceop.gov.uk

Refugee Council
240-250 Ferndale Road
London SW9 8BB
020 7346 6700
www.refugeecouncil.org.uk

UK Border Agency
Lunar House
40 Wellesley Road
Croydon CR9 2BY
0870 606 7766
www.bia.homeoffice.gov.uk

APPENDIX 4
RISK ASSESSMENT MATRIX FOR CHILDREN
WHO HAVE BEEN TRAFFICKED

Appendix 9 - Risk assessment matrix for children who may have been trafficked

Child development

Exploitation	Y	S
Claims to have been exploited through sexual exploitation, criminality, labour exploitation, domestic servitude, forced marriage, illegal adoption, drug dealing by another person.		
Physical symptoms of exploitative abuse (sexual, physical etc)		
Underage marriage		
Physical indications of working (overtly tired in school, indications of manual labour – condition of hands/skin, backaches etc)		
Sexually transmitted infection or unwanted pregnancy		
Movement into / within UK	Y	S
Returning after missing, looking well cared for despite no known base		
Claims to have been in UK for years but hasn't learnt local language or culture		
Control	Y	S
Story very similar to those given by others, perhaps hinting they have been coached		
Withdrawn and refuses to talk / appears afraid to talk to a person in authority		
Significantly older boyfriend		
Harbours excessive fears / anxieties (e.g. about an individual, of deportation, disclosing information etc)		
Other risk factors	Y	S
Shows signs of physical neglect – basic care, malnourishment, lack of attention to health needs		
Shows signs of emotional neglect		
Socially isolated – lack of positive, meaningful relationships in child's life		
Behavioural - poor concentration or memory, irritable / unsociable / aggressive behaviour in school or placement		
Psychological – indications of trauma or numbing		
Exhibits self assurance, maturity and self confidence not expected in a child of such age		
Evidence of drug, alcohol or substance misuse		
Low self image, low self esteem, self harming behaviour including cutting, overdosing, eating disorder, promiscuity		
Sexually active		
Not registered with or attended a GP practice		
Not enrolled in school		
Has money, expensive clothes, mobile phones or other possessions without plausible explanation		

Parenting capacity

Exploitation	Y	S
Required to earn a minimum amount of money every day		
Involved in criminality highlighting involvement of adults (e.g. recovered from cannabis farm / factory, street crime, petty theft, pick pocketing, begging etc)		
Performs excessive housework chores and rarely leaves the residence		
Reports from reliable sources suggest likelihood of sexual exploitation, including being seen in places known to be used for sexual exploitation		
Unusual hours / regular patterns of child leaving or returning to placement which indicates probable working		
Movement into / or within the UK	Y	S
Gone missing from local authority care		
Unable to confirm name or address of person meeting them on arrival		
Accompanying adult previously made multiple visa applications for other children / acted as the guarantor for other children's visa applications		
Accompanying adult known to have acted as guarantor on visa applications for other visitors who have not returned to their countries of origin on visa expiry		
History with missing links or unexplained moves		
Pattern of street homelessness		
Control	Y	S
Accompanied by an adult who may not be the legal guardian and insists on remaining with the child at all times		
Limited freedom of movement		
Other risk factors	Y	S
Unregistered private fostering arrangement		
Cared for by adult/s who are not their parents and quality of relationship is not good		
Placement breakdown		
Persistently missing, staying out overnight or returning late with no plausible explanation		
Truancy / disengagement with education		
Appropriate adult is not an immediate family member (parent / sibling)		
Appropriate adult cannot provide photographic ID for the child		

Family / environment

Exploitation	Y
Located / recovered from a place of exploitation (brothel, cannabis farm, involved in criminality etc)	
Deprived of earnings by another person	
Movement into or within the UK	Y
Entered country illegally	
Journey or visa arranged by someone other than themselves or their family	
Registered at multiple addresses	
Control	Y
Claims to be in debt bondage or "owes" money to other persons (e.g. for travel costs, before having control over own earnings)	
Receives unexplained / unidentified phone calls whilst in placement / temporary accommodation	
No passport or other means of identity	
Unable or reluctant to give accommodation or other personal details	
False documentation or genuine documentation that has been altered or fraudulently obtained; or the child claims that their details (name, DOB) on the documentation are incorrect	
Other risk factors	Y
Possible inappropriate use of the internet and forming online relationships, particularly with adults	
Accounts of social activities with no plausible explanation of the source of necessary funding	
Entering or leaving vehicles driven by unknown adults	
Adults loitering outside the child's usual place of residence	
Leaving home / care setting in clothing unusual for the individual child (inappropriate for age, borrowing clothing from older people etc)	
Works in various locations	
One among a number of unrelated children found at one address	
Having keys to premises other than those known about	
Going missing and being found in areas where they have no known links	

Y = yes, S = suspected